

Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices.

920334

PB82-181-124

aJS331
P47
1981

Local Government Labor Relations in Nonmetropolitan Areas

Staff
Report
AGES811224

By Leon B. Perkinson

December 1981

NTIS PB82-181-124

U.S. Department of Education
Office of Education

APR 14 1982

Received

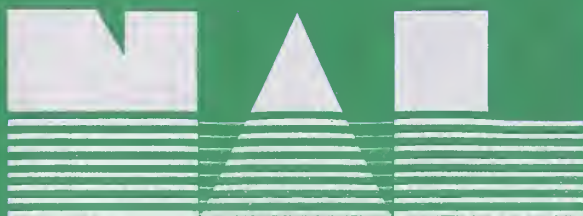
American Property

On

APR 14 1982

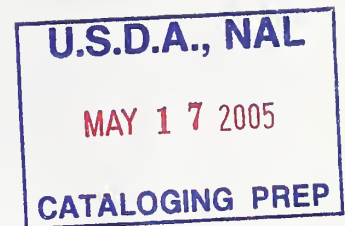
Received

**United States
Department of
Agriculture**



National Agricultural Library

LOCAL GOVERNMENT LABOR RELATIONS
IN NONMETROPOLITAN AREAS



By

Leon B. Perkinson

December 1981

Staff Report AGES811224
Economic Development Division
Economic Research Service
U.S. Department of Agriculture
Washington, D.C. 20250

Local Government Labor Relations in Nonmetropolitan Areas. By Leon B. Perkinson, Economic Development Division, Economic Research Service, U.S. Department of Agriculture. Washington, D.C. 20250. December 1981. Staff Report AGES811224.

ABSTRACT

Local governments with labor relations policies increased from 14 percent in 1972 to 17 percent in 1979. The number of labor agreements increased faster. The number of full-time employees with memberships in employee organizations increased during the period, but the percentage of employees belonging to organizations decreased to just over 50 percent. With few exceptions, a larger percentage of employees were members of employee organizations in metropolitan than in nonmetropolitan areas regardless of year or geographic region.

Keywords: Labor relations, Public unions, Nonmetropolitan, Regions.

* * * * *
* This paper was produced for limited distribution to *
* the research community outside the U.S. Department *
* of Agriculture. *
* * * * *

Local Government Labor Relations in Nonmetropolitan Areas

By

Leon B. Perkinson*

Employment in the public sector expanded rapidly during the 1960s and 1970s both in total and relative to the population. Full-time local government employment increased almost 15 percent, from 6.3 million to 7.2 million, between 1972 and 1977 and increased another two percent to 7.4 million in 1979. Employment represents one input by local governments in providing public services. As the salary and benefits received by public employees represent a substantial, and increasingly controversial, cost to local governments, the role of employee organizations becomes increasingly important. Popular interest in public employee organizations tends to occur only when there is an impending strike or from a general feeling that such organizations extract exaggerated wage or fringe benefits from their employers. ^{1/}

Labor relations encompasses many potential topics including, but not limited to, whether or not a governmental unit has an explicit labor relations policy, the types of agreements between employees and government employers, the role of labor organizations, and the number of employees who are members of labor organizations. The limits to local government labor relations

*Economist, U.S. Department of Agriculture, Economic Research Service, Economic Development Division, stationed with the Department of Economics and Business, North Carolina State University, Raleigh. The views expressed are the author's and do not necessarily reflect the official views of the U.S. Department of Agriculture or North Carolina State University.

^{1/}The relative effects of unions (employee organizations) in private and public sector wages and benefits have been reviewed by others so will not be repeated here. In general, unions in the private sector have a highly variable, though positive, effect [2] but with no clear, concise conclusion applicable to all governments or governmental functions [1].

policymaking are dictated by the enabling legislation of the respective States so there is no common set of circumstances existing across the country.

Few studies of local government labor relations include employees of nonmetropolitan governments because such information is expensive and difficult to collect. This paper identifies the extent of and changes in labor organizations in nonmetropolitan areas during the 1970s. Governmental relations policies and memberships in labor organizations in metropolitan and nonmetropolitan areas will be compared. 2/ Each labor agreement has unique characteristics and employee organizations may or may not perform the traditional roles of labor unions. Nevertheless, this benchmark examination of labor policies and memberships provides background information to evaluate future changes, especially for nonmetro areas. If nonmetro areas continue to grow and public employment expands to provide increased services, this background becomes increasingly important. Labor relations policies and the types of labor-management agreements in effect will be examined first. Then, membership in employee organizations by full-time employees is examined. Regional variations will also be noted. Caveats on the quantity and quality of data used for this analysis are covered in the Appendix.

A National Perspective

Labor relations policies exist where officials of local governments engage in collective negotiations or meet and confer discussions with employees. The results from collective negotiations generally produce mutually binding contracts that run for a definite period. "Meet and confer" discussions generally produce nonbinding memoranda of understanding.

2/ Metropolitan areas are those Standard Metropolitan Statistical Areas (generally counties with cities of 50,000 or more or other specified criteria) designated as of 1975. Nonmetropolitan counties are those remaining. All governmental units within the county share a common designation.

Almost 14,000 local governments had labor relations policies in effect as of October 1979, approximately 17 percent of all local governments (table 1). Although relatively few local governments had labor relations policies, six percent more governments had labor relations policies in 1979 than in 1977. Between 1972 and 1977, governments with labor relations policies increased 22 percent.

Relatively few local governments reported having formal labor relations policies. Those with policies were heavily concentrated by type of government. The percentage of governments with labor relations policies in 1979 were: school districts, 58 percent; counties, 24 percent; municipalities, 13 percent; and townships, 6 percent [3, p. 7].

There was an apparent shift toward more formal relationships over the 1972-79 period. Formal contracts more than doubled to over 25,000 contracts between 1972 and 1979 (table 1). Memoranda of understanding increased only five percent over the same period after a substantial decrease between 1977 and 1979. There were over two contracts and memoranda of understanding for each government with labor relations policies.

Full-time employee memberships in labor organizations increased ten percent between 1972 and 1977 and two percent between 1977 and 1979. The number of governments with labor relations policies increased considerably faster than membership. In addition, the absolute level of membership in organizations did not increase as fast as total employment since memberships fell from almost 54 percent of all full-time employees in 1972 to just over 51 percent in 1979 (table 1). About 63 percent of all full-time employee organization memberships were in education for all three years.

Employee organizations include unions, associations, federations, or councils existing in whole or in part to deal with the employer on employee matters such as personnel policies and practices, grievances, wages, and so

Table 1. Local government labor relation policies and employee membership, selected years.

	Units	1979	1977	1972
Governments with policies <u>1/</u>	No.	13,839	13,053	10,692
Total	Pct.	17.3	16.3	13.7
Of all govts.				
Contracts <u>2/</u>	No.	25,432	22,881	12,707
Memoranda <u>3/</u>	No.	6,148	6,688	5,834
Membership <u>4/</u>				
Total	Thou.	3,783	3,701	3,377
Of all employees	Pct.	51.4	51.5	53.9
In education	Pct.	63.3	62.7	63.1

1/ Number of governments with collective negotiations, meet and confer discussions or both.

2/ Written document developed by collective negotiations between representatives of the employer and employee organizations. Mutually binding on both parties for a definite time period.

3/ Memorandum of understanding usually developed from meet and confer discussions. It is nonbinding but is sometimes tantamount to a labor contract in States that prohibit public sector collective negotiations.

4/ Full-time employees only.

Source: [3, 4, 5].

forth. These organizations may or may not perform the traditional roles of labor unions. In addition to not knowing, for certain, the nature of organizations, one can not assume that those employees not reported as being members of organizations were not members since there is a potential problem of non-reporting. 3/ General trends can be identified from a national perspective but general trends do not provide information on the variations between areas. Policies in metropolitan and nonmetropolitan areas will therefore be discussed in the following section.

Metropolitan - Nonmetropolitan Policies 4/

In 1977, over one-third of the 22,779 contracts and 6,696 memoranda of understanding were in nonmetropolitan areas and about two-thirds were in metropolitan areas (table 2). Both contracts and memoranda of understanding grew faster in metropolitan areas than in nonmetropolitan areas as indicated by the increasing concentration of labor agreements in metropolitan areas. 5/

Memberships in employee organizations were not distributed proportionately to the agreements in effect. About 80 percent of the 3.2 million full-time employees with membership in employee organizations were located in metro areas (table 3). By 1977, those located within metropolitan areas had increased to almost 82 percent of 3.5 million members. 6/ The reported membership in nonmetro areas decreased slightly over the five year period.

3/The problems of potential nonreporting and other data issues are discussed more thoroughly in the Appendix.

4/Metropolitan areas are Standard Metropolitan Statistical Areas as defined in 1975 by the Office of Management and Budget.

5/Small governmental units were not asked to provide labor relations related information in either 1972 or 1977. Such exclusion would most likely affect nonmetropolitan areas more than metropolitan areas but should not alter the conclusion on concentration since small units were consistently excluded in both years.

6/Total membership does not agree with that used previously because different sources of data were used. See the Appendix for more details on this.

Table 2. Labor agreements in effect, metropolitan and nonmetropolitan areas, 1972 and 1977.

	United States ^{1/}		Metropolitan		Nonmetropolitan	
	No.	Pct.	No.	Pct.	No.	Pct.
1977						
Contracts ^{2/}	22,779	100.0	15,055	66.1	7,724	33.9
Memos ^{3/}	6,696	100.0	4,179	62.4	2,517	37.6
1972						
Contracts ^{2/}	13,476	100.0	8,731	64.8	4,745	35.2
Memos ^{3/}	5,974	100.0	3,696	61.9	2,278	38.1

^{1/} Totals do not agree with those presented in table 1 because unpublished data were used to develop the metropolitan-nonmetropolitan classification. Alaska and Hawaii excluded. (See Appendix)

^{2/} Written document developed by collective negotiations between representatives of the employer and employee organizations. Mutually binding on both parties for a definite time period.

^{3/} Memorandum of understanding usually developed from meet and confer discussions. It is nonbinding but is sometimes tantamount to a labor contract in states that prohibit public sector collective negotiations.

Source: Unpublished Census of Governments data.

The major source of memberships in employee organizations was education, accounting for 83 percent of all memberships in nonmetropolitan areas and 62 percent of memberships in metropolitan areas. Both of these percentages were down slightly from 1972. Instruction (teachers) alone accounted for almost three-fourths of all organization memberships in nonmetro areas compared to less than one-half in metro areas.

The percentage of employees with memberships in organizations was largest for fire protection, with instruction employees second, for metropolitan areas (Figure 1). In nonmetropolitan areas, a considerably larger percentage of instruction employees than fire protection employees were members of employee organizations. Regardless of the type of function examined, a greater percentage of employees were members of employee organizations in metropolitan areas than in nonmetropolitan areas. ^{7/} Hospital employees were apparently the least likely to belong to employee organizations. In general, the percentage of employees with memberships in organizations decreased between 1972 and 1977 (Appendix table A3).

Regional Patterns

Different stimuli affect the different regions of the United States. Therefore, there is little reason to expect labor relations policies and memberships in employee organizations to follow similar patterns from one part of the country to another. Local governments in the Northeast and North Central regions had 80 percent of all contracts (table 4). The North Central and Western regions had almost 70 percent of the memoranda of understanding. The South had five percent or less of both contracts and memoranda of understanding.

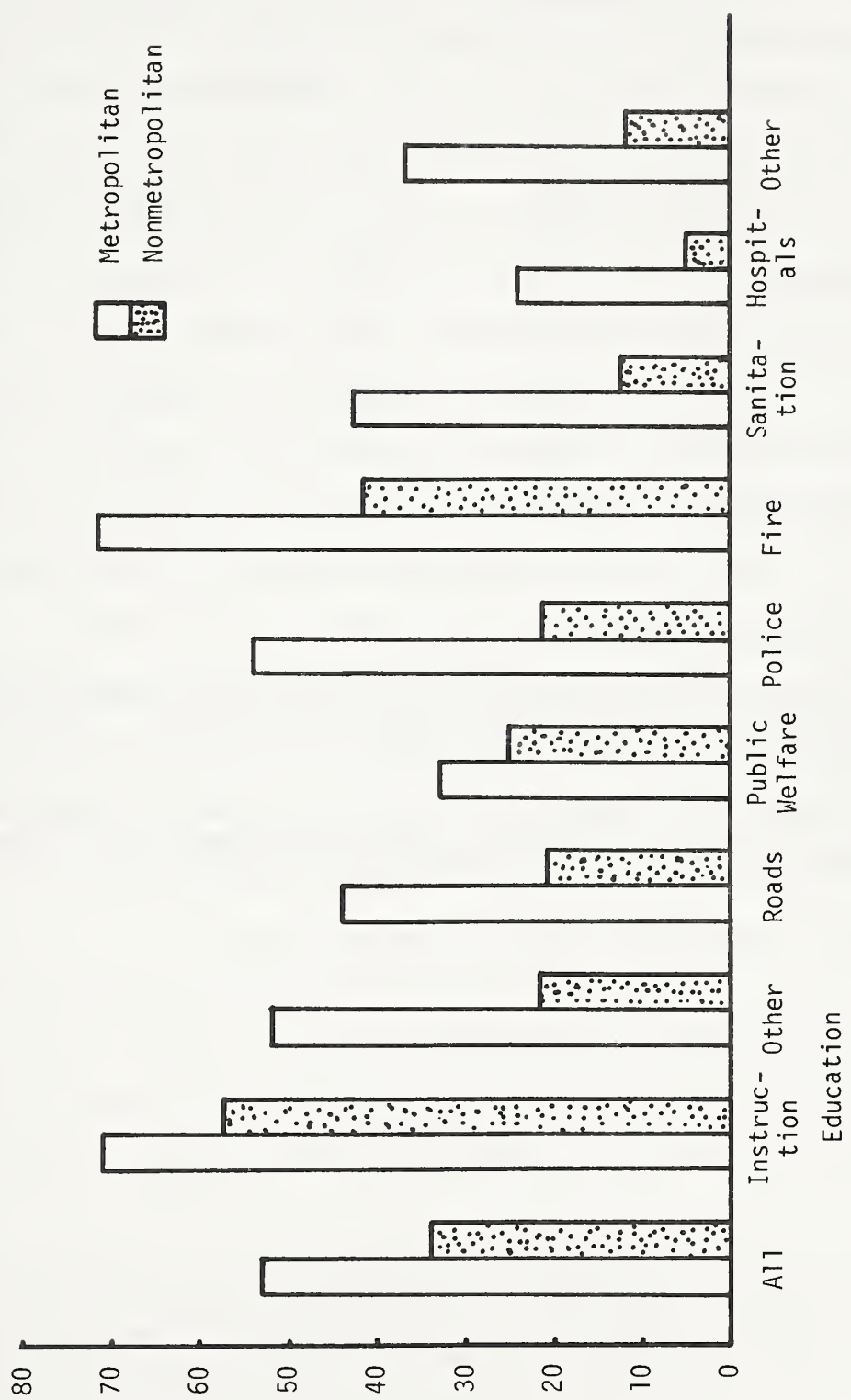
^{7/}This relationship would fit a priori assumptions on differences in public employee activities between metropolitan and nonmetropolitan areas. However, data discrepancies could also be involved (see the Appendix).

Table 3: Number of full-time local government employees with memberships in employee organizations, metropolitan and nonmetropolitan areas, 1972 and 1977.

	United States	Metropolitan	Nonmetropolitan
1977			
Membership	3,468,071	2,835,527	632,544
Instruction	1,836,835	1,373,254	463,581
Other Education	453,362	393,756	59,605
Roads	99,533	76,919	22,614
Public Welfare	57,771	48,677	9,094
Police	228,745	209,509	19,236
Fire	139,616	128,032	11,584
Sanitation	44,830	41,859	2,971
Hospitals	85,578	76,784	8,794
Other	521,801	486,737	35,064
1972			
Membership	3,199,560	2,565,814	633,746
Instruction	1,673,523	1,171,124	502,399
Other Education	302,841	264,025	38,816
Roads	88,810	69,852	18,958
Public Welfare	77,907	70,858	7,049
Police	220,508	206,719	13,789
Fire	139,674	129,748	9,926
Sanitation	56,062	53,637	2,425
Hospitals	128,534	119,665	8,869
Other	511,701	480,186	31,515

Source: Unpublished Census of Governments data.

Figure 1: Percent of full-time local government employees with membership in employee organizations, by function, 1977.



Source: Appendix table A3.

Table 4: Distribution of local government labor agreements, by region and metropolitan status, 1977.

	North Central	South	West
	Percent		
Contracts <u>1,2/</u>	42.6	37.8	16.3
Total	100.0	100.0	100.0
Metropolitan	77.3	73.4	55.0
Nonmetropolitan	22.7	26.6	45.0
Memoranda <u>1,3/</u>	23.0	5.2	33.0
Total	100.0	100.0	100.0
Metropolitan	70.3	68.8	70.1
Nonmetropolitan	29.7	31.2	29.9

1/ Percent adds to 100.

2/ Written document developed by collective negotiations between representatives of the employer and employee organizations. Mutually binding on both parties for a definite time period.

3/ Memorandum of understanding usually developed from meet and confer discussions. It is nonbinding but is sometimes tantamount to a labor contract in States that prohibit public sector collective negotiations.

Source: Unpublished Census of Governments data.

Memoranda of understanding represents a less formal and less rigid form of labor agreement than a negotiated labor contract. Therefore, if rural areas tend to be less formal in their discussions with employees, governments in nonmetropolitan areas would be expected to utilize memoranda of understanding more frequently than in metropolitan areas. Nonmetropolitan areas had a larger share of memoranda of understanding than of contracts for all except the Western region. Even so, there were over three times as many contracts as memoranda in nonmetropolitan areas in 1977 (table 2).

Despite the concentration of labor agreement instruments in particular regions, memberships in employee organizations were fairly evenly distributed, ranging from 22 percent in the South to 28 percent in the Northeast (table 5). This would infer relatively little association between the relative concentration of memberships in organizations and the relative frequency of labor agreements. The South had the lowest share of employee memberships in employee organizations but simultaneously had the largest share of full-time employees. Even so, memberships were much larger than implied by the distribution of labor agreements. Memberships in employee organizations existing in nonmetropolitan areas were less than the relative share of employment (table 5).

Overall, metropolitan areas represented almost two-thirds of all bargaining units in 1977 (table 6). 8/ This distribution was similar to the distribution of written labor agreements, especially contracts, presented in table 2. Also, the number of employees included in bargaining units was

8/Bargaining units are employee groups recognized as appropriate for representation by an employee organization for the purpose of collective bargaining and/or meet and confer discussions. Employees represented by bargaining units commonly include both members and nonmembers of the employee organization.

Table 5: Regional distribution of full-time employment and employee membership in labor organizations, 1977.

	North Northeast	North Central	South	West
	Percent			
Membership <u>1/</u>	28.4	27.1	21.7	22.8
Total	100.0	100.0	100.0	100.0
Metropolitan	88.2	76.9	75.9	85.1
Nonmetropolitan	11.8	23.1	24.1	14.9
Employment <u>1/</u>	22.9	25.6	32.9	18.6
Total	100.0	100.0	100.0	100.0
Metropolitan	87.4	69.4	65.6	79.6
Nonmetropolitan	12.6	30.6	34.4	20.4

1/ Percent adds to 100.

Source: Unpublished Census of Governments data.

greater than the number of employees who were members of employee organizations, except in the South, for both metropolitan and nonmetropolitan areas. The extremely low number of employees in bargaining units in nonmetropolitan areas of the South kept the U.S. nonmetropolitan total employees in bargaining units below organization memberships. 9/

Generally about two-thirds or less of the all full-time employees were included within bargaining units. The percentage of employees included in bargaining units did reach almost 80 percent for metropolitan areas in the West, but was as low as five percent in nonmetropolitan areas of the South (table 6).

Summary and Conclusions

The percentage of local governments with labor relations policies expanded during the 1970s. The number of labor agreements, especially the more formal contracts, increased faster than governments with policies expanded. The less formal memorandum of understanding increased overall but decreased during the late 1970s, resulting in more than three times as many contracts as memoranda of understanding. Most labor agreements were concentrated in metropolitan areas. Nonmetro areas had a greater share of memoranda of understanding than of contracts.

The absolute level of memberships in employee organizations increased during the period, but the percentage of employees belonging to organizations decreased. About one-half of full-time employees were organization members in 1979. With few exceptions, the percentage with memberships was higher in metro areas than in nonmetro areas. Education employees involved in instruction

9/Fewer employees included in bargaining units than were members of employee organizations occurred only in the South. The number of organization members not included in bargaining units may be even higher than implied by the percentages since non-members can also be included in bargaining units.

Table 6: Bargaining units and employee coverage in bargaining, metropolitan and nonmetropolitan areas, by region, 1977.

Item	Unit	United States	North-east	North Central	South	West
Metropolitan						
Bargaining units <u>1/</u>	(No.)	19,270	8,412	6,107	909	3,842
Employees included <u>2/</u>	(Thou.)	3,055	999	789	422	846
Relative to membership <u>3/</u>	(Pct.)	107.8	115.2	109.1	73.8	125.4
Relative to employees <u>4/</u>	(Pct.)	57.6	69.8	62.0	27.3	79.7
Nonmetropolitan						
Bargaining units <u>1/</u>	(No.)	9,777	2,571	4,528	308	2,370
Employees included <u>2/</u>	(Thou.)	531	136	222	43	130
Relative to membership <u>3/</u>	(Pct.)	84.0	116.9	102.4	23.9	110.4
Relative to employees <u>4/</u>	(Pct.)	28.7	65.6	39.7	5.3	48.0

1/ Group of employees recognized for representation by an employee organization for discussions with employers.

2/ Commonly includes members and nonmembers of employee organizations.

3/ Employees in bargaining unit as a percentage of organization memberships.

4/ Employees in bargaining units as a percentage of all full-time employees.

Source: Unpublished Census of Governments data.

and fire protection employees were the most likely to be members of employee organizations. Education employees represented the largest share of organization memberships.

Employee organizations generally exist to deal with the employer on employee matters. Nevertheless, membership in employee organizations does not mean such employees were members of labor unions. Employee organizations may or may not perform functions similar to unions. Bargaining units were larger than employee organizations except in the South. In the South, even organization members were not always included within a bargaining unit.

The data used here can not always be interpreted unambiguously as discussed in the Appendix. Labor relations characteristics were not collected for many small governments which could cause more underreporting in nonmetropolitan areas. In addition, published and unpublished data do not correspond well. The data discrepancies could affect some conclusions on membership levels but should have marginal effects on the associations between metropolitan and nonmetropolitan areas.

Increased population pressures in nonmetropolitan areas may stimulate pressures for increased service levels which may, everything else being equal, stimulate increased public employment. Increased employment combined with the fiscal conservatism likely during the early 1980s may encourage more active participation in employee organizations where allowed by State law.

The increase in labor relations and organizations would therefore be expected in growth areas and areas with relatively little current organizations. The South and nonmetropolitan areas would generally fit both criteria.

REFERENCES

1. Honadle, Beth W. "Wage Determination in the Public Sector: A Critical Review of the Literature." Journal of Collective Negotiations, Vol. 10, No. 4, 1981, pp. 307-323.
2. Parsley, C.J. "Labor Union Effects on Wage Gains: A Survey of Recent Literature." The Journal of Economic Literature, Vol. XVIII, No. 1, March 1980. pp. 1-31.
3. U.S. Bureau of the Census, Labor-Management Relations in State and Local Governments: 1979. Series GSS No. 100, U.S. Government Printing Office, Washington, D.C. 1980.
4. _____. 1977 Census of Governments, Labor-Management Relations in State and Local Governments. Vol. 3, No. 3, U.S. Government Printing Office, Washington, D.C. 1979.
5. _____. 1972 Census of Governments, Labor-Management Relations in State and Local Governments. Vol. 3, No. 3, U.S. Government Printing Office, Washington, D.C. 1973.

APPENDIX

Data Considerations

The data used for this study were collected by the Bureau of the Census, Governments Division, during the Census of Governments. Survey data may be incorrectly reported, recorded incorrectly, or not reported. Incorrectly reported or recorded data may or may not be identified during the data processing. Those not reporting data for particular items are potentially more significant since an area may or may not have specific characteristics. Census Bureau procedures minimize the number of governments with no information available.

The Census Bureau does not request identical information for all units of government. Small governmental units, generally municipalities and townships with less than 2,500 population and special districts with five or less employees, were not requested to supply data on labor relations, memberships in organizations, and so forth. Small governmental units are ubiquitous but would be expected to be concentrated in nonmetropolitan areas. While small governmental units would be less likely to have formal labor relations policies, the general absence of small governmental units in the labor relations data base increases the ambiguity of conclusions. For example, one cannot necessarily conclude that if two-thirds have a certain characteristic, then one-third do not have the characteristic. The one-third represents a combination of those who do not have the characteristic and those with information not reported.

Data used for this analysis were from two sources: data published in [3, 4, 5] and unpublished data made available by the Census Bureau. The unpublished data were for "county areas" which represents the simple summation of all governmental units within a county. These were also the basic data used by the Census Bureau to generate their published statistics. The published

data were corrected by the Bureau, but the corrections were not always made to the unpublished data. Therefore, differences between the published data and unpublished data were found. If one did not want the metropolitan-nonmetropolitan classification over time, one could utilize published materials. However, regrouping the data into metropolitan-nonmetropolitan categories required the use of unpublished data.

The differences between published data and the unpublished data used in this study represented 4.9 percent of published data in 1972 and 5.9 percent of published data in 1977 (Appendix table 1). The discrepancies between the two sources of data were relatively small in 1972 with instructional employees in education exhibiting the largest difference -- seven percent. In 1977, the data for instructional employees differed by only one percent, but the differences for five of the nine specified functions were more than ten percent. The membership data presented in this study therefore consistently understated the membership data published.

Differences in employee memberships also affect the percentage of employees with memberships in employee organizations. The data discrepancies identified previously resulted in understanding the percentages of employees with memberships by as much as eight percent of instructional employees in 1972 (table A2). In 1977, the understatement ranged as high as 54 percent for hospital employees. For all members, however, the difference was only five percent in 1972 and grew slightly to six percent in 1977. Therefore, as the level of detail increased, the magnitude of the understatement also seemed to increase.

The understatement of memberships by functions as noted in tables A1 and A2 creates speculation on the potential effect of the understatement on the analysis of metropolitan and nonmetropolitan areas. The percentage of employees with memberships in employee organizations, illustrated in Figure 1, are presented in table A3. Since the general hypothesis was that employee

Table A1: Comparisons of membership in employee organizations by full-time local government employees, by source of data and function, 1972 and 1977.

	1972				1977			
	Published 1/	Study 2/	Difference 3/ No.	Pct. 4/	Published 1/	Study 2/	Difference 3/ No.	Pct. 4/
Members	3,364,846	3,199,560	165,286	4.9	3,683,690	3,468,071	215,619	5.9
Instruction	1,804,627	1,673,523	131,104	7.3	1,859,155	1,836,835	22,320	1.2
Other Education	322,384	302,841	19,543	6.1	456,971	453,362	3,609	0.8
Roads	89,310	88,810	500	0.6	101,290	99,533	1,757	1.7
Public Welfare	77,907	77,907	0	0.0	70,671	57,771	12,900	18.3
Police	227,387	220,508	6,879	3.0	256,753	228,745	28,008	10.9
Fire	147,416	139,674	7,742	5.3	151,389	139,616	11,773	7.8
Sanitation	57,983	56,062	1,921	3.3	54,977	44,830	10,147	18.5
Hospitals	128,709	128,534	175	0.1	131,554	85,578	45,976	34.9
Other	509,125	511,701	- 2,576	0.5	600,930	521,801	79,579	13.2

1/Published in [4, 5] for all units of government, except Alaska and Hawaii.

2/Membership data unpublished sources.

3/Published data less the unpublished data.

4/Difference divided by published total.

Table A2: Percent of full-time local government employees with membership in employee organizations.

	1972			1977		
	Published <u>1/</u>	Study <u>2/</u>	Difference <u>3/</u>	Published <u>1/</u>	Study <u>2/</u>	Difference <u>3/</u>
	Percent					
Members	53.9	51.2	5.3	51.5	48.4	6.4
Instruction	73.7	68.3	7.9	67.6	66.7	1.3
Other Education	35.0	32.9	6.4	44.2	43.9	0.7
Roads	33.5	33.2	0.9	35.6	35.0	1.7
Public Welfare	45.5	45.5	0.0	38.4	31.4	22.3
Police	55.6	54.0	3.0	53.9	48.0	12.3
Fire	76.5	72.5	5.5	72.7	67.1	8.3
Sanitation	49.9	48.2	3.5	45.6	37.2	22.6
Hospitals	30.7	30.7	0.0	27.6	17.9	54.2
Other	39.1	39.3	- 0.5	37.0	32.1	15.3

1/Computed from [4, 5].

2/Unpublished county area data.

3/Published percent divided by study percent.

Table A3: Percent of full-time local government employees with membership in employee organizations, accounting for published and unpublished data, by general function and metropolitan status, 1972 and 1977.

	All	Metropolitan	Nonmetropolitan	
			Available	Assumed <u>1/</u>
Percent				
1977				
Total Membership	48.4	53.4	34.2	45.9
Instruction	66.7	70.9	56.9	59.6
Other Education	43.9	52.1	21.4	22.7
Roads	35.0	43.8	20.8	22.5
Public Welfare	31.4	32.9	25.0	60.6* <u>2/</u>
Police	48.0	54.3	21.3	52.5
Fire	67.1	71.8	41.5	83.7*
Sanitation	37.2	43.3	12.4	54.8*
Hospitals	17.9	24.7	5.3	32.9*
Other	32.1	36.9	11.6	37.8*
1972				
Total Membership	51.2	54.5	41.3	52.0
Instruction	68.3	66.7	72.4	91.3*
Other Education	32.9	38.9	16.1	24.3
Roads	33.2	42.6	18.4	18.9
Public Welfare	45.5	50.4	23.0	23.0
Police	54.0	61.0	19.8	29.7
Fire	72.5	76.4	43.6	77.6*
Sanitation	48.2	55.2	12.7	22.8
Hospitals	30.7	41.3	6.9	7.0
Other	39.3	44.7	13.9	15.0

1/ Assumes the entire difference in membership between published and unpublished data as identified in table A1 was from nonmetro areas. This represents the maximum percentage of employees with memberships in nonmetropolitan employee organizations.

2/ * indicates "assumed" percentage greater than the metro percentage.

organizations would be less likely to operate in rural (i.e., nonmetropolitan) areas, the underreporting from unpublished data would create a distortion only if the memberships in nonmetropolitan areas were found to exceed those in metropolitan areas. To adequately account for this possibility, it was assumed that the entire difference between the published and unpublished data was from nonmetropolitan areas. Then, the resulting percentage of employees with memberships in organizations would represent the maximum possible. If this was still less than the percentage with memberships found in metropolitan areas, concluding nonmetropolitan areas have a smaller percentage of employees with memberships in organizations would stand (but still subject to the problem of small governments not being included).

In both 1972 and 1977, the percentage of all employees with memberships increased substantially in nonmetropolitan areas (table A3). Including the entire difference between the published and unpublished data did not affect the general conclusion that a greater percentage of employees were members of organizations in metropolitan than in nonmetropolitan areas.

There was greater variation in memberships on a functional basis. In 1977, metropolitan areas still had a larger percentage of memberships in five of the nine functional categories. Even here, "other" employees were only one percentage point higher in nonmetropolitan areas under the severe circumstances of all understated employees sited in nonmetropolitan areas. 1/ Hospital employee membership fell dramatically between the two periods. Combined with over one-third of the hospital membership not accounted for in 1977, a smaller percentage of organization membership would be implied than presented in table A3.

1/Any other allocation of employees would reduce the percentage of membership for nonmetropolitan areas and increase the percentage of membership for metropolitan areas.

Disaggregating membership data into metropolitan-nonmetropolitan classifications still allows one to state with reasonable safety that metropolitan areas have a greater percentage of employees with memberships in employee organizations than occurs in nonmetropolitan areas. Statements on the actual level of memberships become somewhat more ambiguous. The potential for error increases when specific employment functions are examined. For these reasons, there was no attempt in this paper to examine regional data by function of employment. Such data are presented in table A4 however, but, as indicated by tables A1-A3, their interpretation cannot be done unambiguously since yet another unknown, regional distribution of data differences, has been introduced. Caution should be exercised in the use of the data since the data are presented for illustrative purposes only.

It was noted in several places that the data utilized in this analysis exclude Alaska and Hawaii. The data were generated as part of a study of public employment through time: pre-Alaska and Hawaii statehood. Published data for Alaska and Hawaii are presented in table A5. Although excluding these two states makes the analysis somewhat incomplete, the excluded data are very small considering the differences existing between published and unpublished data. The data presented in table A5 were excluded from the "published" column of table A1. Therefore, the Alaska and Hawaii memberships would not affect the differences indicated in table A1 between the two sources.

Table A4: Membership in employee organizations as a percentage of full-time employees, by type of employee and region, 1977.

	Total	Instruc- tion	Other Education	Roads	Public Welfare	Police	Fire	Sanita- tion	Hospitals	Other
	Percent									
Northeast	60.1	81.3	65.1	48.4	31.7	58.3	70.5	48.4	31.5	36.4
Metro	60.6	82.6	68.3	50.8	29.4	59.2	70.3	48.2	31.1	37.7
Nonmetro	56.1	74.5	48.4	39.8	45.3	48.3	73.2	52.7	39.7	23.3
North Central	50.8	71.4	45.0	40.1	24.6	49.2	76.7	48.7	18.5	30.5
Metro	56.8	74.6	55.9	49.9	28.2	55.3	80.1	52.6	26.2	36.8
Nonmetro	38.7	65.1	18.9	28.0	16.7	27.1	58.9	30.1	8.3	10.5
South	31.9	52.4	24.2	11.9	6.0	29.0	49.8	22.3	6.0	13.3
Metro	36.9	57.3	31.5	19.5	8.1	38.0	57.5	30.4	10.5	17.0
Nonmetro	22.4	44.5	10.7	2.9	0.8	5.0	16.0	3.1	0.6	2.1
West	59.5	69.0	54.2	52.5	53.4	62.6	79.4	56.0	35.5	54.3
Metro	63.5	71.0	59.0	62.7	55.2	68.7	82.3	63.4	42.2	59.4
Nonmetro	43.5	62.8	35.9	34.1	39.2	34.4	56.9	24.3	15.2	26.2

Source: Unpublished Census of Governments data.

Table A5: Full-time local government employee membership in employee organizations, Alaska and Hawaii, 1972 and 1977.

Function	1972	1977
Members	12,563	17,393
Instruction	2,646	3,394
Other Education	967	1,624
Roads	556	766
Public Welfare	20	46
Police	2,005	2,176
Fire	1,095	1,521
Sanitation	647	595
Hospitals	17	41
Others	4,610	7,230

Source: [4, 5].

NATIONAL AGRICULTURAL LIBRARY



1022565099